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The JOURNAL OF EDUCATIONAL SOCIOLOGY

COMMUNITY COÖRDINATION AND
SOCIAL PROGRESS

JULIUS YOURMAN, *Editor*

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COMMUNITY COÖRDINATION

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and

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The February 1936 issue of THE JOURNAL OF EDUCATIONAL SOCIOLOGY indicated tendencies, programs, and problems in the "movement" toward the coördination of community services and activities. The articles in this issue are intended to answer questions which the previous articles left unanswered.¹

From what source should community coördination come?

In practice, coördination has been initiated by the board of education, the council of social agencies, the women's club, a recreation commission, a volunteer lay committee, or an official committee appointed by the mayor. Generally it is felt that any

¹ Other sources:

K. J. Scudder and K. S. Beam, "Who Is Delinquent?" The Los Angeles County Plan of Coördinating Councils, Los Angeles County Probation Department, twenty-five cents.

"Youth—How Communities Can Help," Office of Education, United States Department of Interior. Superintendent of Documents, Washington, D. C., ten cents.

S. Glueck and E. T. Glueck, editors, *Preventing Crime* (New York: McGraw-Hill Book Company, 1936). Part I, Coördinated Community Programs; Part II, School Programs.

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agency can initiate coördination but that the school is the most logical agency, because of its potential leadership and facilities and because of the close relationship of community conditions and spirit to its aims and problems. It is more important that all agencies coöperate than that any particular agency shall initiate the movement.

How is a coördinating body organized?

Coördination should not be started in a community merely because it is being done elsewhere, nor should the methods of coördination used in one community be adopted by another without reference to its own needs and resources. Usually coördination will be started when some specific problem is recognized throughout the community. The immediate problem may be a series of accidents which brings people together to plan a safety program; other specific difficulties may lead to coöperative thinking, planning, and action in the fields of public health, education, recreation, crime prevention, housing, or adult education.

When interested citizens and representatives of organizations come together at a first informal meeting to discuss the specific problem, they will realize the need for: (1) fact-finding investigations, (2) discussions of possible remedial and preventive programs, (3) an organization to: (a) act as a steering committee, (b) inform and educate the community, (c) put into effect programs that are selected as desirable.

It is inevitable that the preliminary discussion will reveal the interrelationships of problems and the interdependence of organizations. A discussion of crime prevention leads to consideration of education, recreation, housing, health, and government. A discussion of recreation will lead to consideration of the same problems. The health problem cannot be studied without reference to the other related problems. The necessity for broad, representative leadership is obvious.

The nature of the preliminary meetings will be determined by community traditions, by the available leadership, and by the urgency of the specific problem. A panel discussion, an open forum, a mass meeting, or a "business" meeting held between community singing and games might serve the purpose.

What organizations should be represented on a coördinating committee?

Generally, those organizations that have community progress as an objective should be included on the coördinating committee. Sectarian groups should be balanced and political clubs should be discouraged from membership unless they can assimilate a viewpoint broader than the purposes of their club. Lay groups (civic organizations, patriotic societies, women's clubs, parents' associations, and service groups) should join with professional groups (*i.e.*, board of education, chamber of commerce, bar association, medical association, and departments of health, police, and parks). All organizations need not be represented but it is important that as large a group as possible be invited.

Less formal committees of interested citizens or officially appointed commissions will be effective only if they secure the assistance and support of representative community organizations.

Into what areas can the community problem be divided?

The community problem may be divided into the following areas: recreation, health, police and fire protection, housing, crime, relief, education, employment, and government.

We should keep in mind that the above mentioned areas are administrative units. Some committees have attempted to set up administrative units to consider community problems as they affect people classified as children, youth, and adults. This classification calls attention to neglected age groups but it is difficult,

if not almost impossible, to administer a program for any age group without duplicating the services of other administrative units in the community.

What are some of the outcomes in communities that have organized for coöperative solution of common problems?

1. Increased efficiency in the individual organizations
2. Better understanding among organizations
3. The establishment of an effective program in meeting all the needs of the community
4. The development of community consciousness
5. The more effective utilization of community resources and leadership
6. The elevation of the cultural level for the people of the community

How may a program function in a suburban area? (Coördination in the Borough of Queens, New York City)

Like most programs of community coördination, the program in Queens originated in the Council of Social Agencies and concerned itself with organization and service aspects of social service. During the twelve years of its work, the Council of Social Agencies saw with increasing clarity that community welfare was broader than social service. However, the constitution and tradition of the Council of Social Agencies did not place it in a position to provide leadership in the broader field of community coördination.

Half a dozen years ago, the Council started to add to its working groups, informally and illegally, lay and professional groups that were willing to coöperate with the social workers. The larger groups concerned themselves with the broader aspects; the nucleus Council groups continued with the narrower, professional sections on health, child welfare, relief, etc.

Two years ago it became obvious that there was a borough-

wide desire for coördinated research, planning, and action; yet it was equally clear that many interested organizations were unwilling to participate if the coördination was largely in the hands of social workers. Two alternatives were considered: the first involved a change in the Council of Social Agencies to make it a council of community agencies; the second proposal was to establish a new council of community agencies in which the social agencies, with other organizations, would participate.

Continuing in its experimental spirit, the Council of Social Agencies established a new organization, The Queens Committee for Social Progress, which is very loosely associated with the Council of Social Agencies. In addition to the social agencies, the following coöperate in borough surveys, forums, planning, and coördination:

League of Women Voters, civic organizations, Federation of Women's Clubs, Good Citizenship League, Parent-Teacher Association, Queens Federation of Mothers' Clubs, Better Films League, Council of Jewish Women, Jewish Center, Federation of Protestant Churches, Lutheran Service for Queens, League of Native Born, community councils, Chamber of Commerce, Bar Association, Women's Bar Association, Queensboro Teachers' Association, Queens Medical Society, American Legion, Queensboro public libraries, Y.M.C.A., Boy Scouts, Girl Scouts.

In addition to these agencies, the following special services were represented on the Queens Committee for Social Progress (many of which have requested the Committee to act in an advisory capacity): WPA projects (adult education, forums, recreation, housekeeping, domestic training, nursery schools), National Youth Administration, Home Relief Bureau, New York State Employment Bureau, Departments of Hospitals and Health, and the Police Department Bureau of Juvenile Aid.

The activities of the Queens Committee for Social Progress may be classified as research, dissemination, coördination, planning, and community action.

Research has been carried on from time to time to inventory

services and determine needs in adult education, recreation, health service, housing, and schools. This information is to be organized and extended through a National Youth Administration research project.

Yearly forums have brought together leaders in various fields with organization leaders who are in close contact with the services, needs, and opportunities of the Borough. The forums conducted this spring cover "Permanent Social Values from the World's Fair" (to be held in Queens in 1939), "Community Coördination in the Crime-Prevention Program," "Problems of Employment and Reëmployment," "The Status and Future of the Adult Education Program," "Mobilizing for Health," "The Total Program in Recreation."

With the coöperation of the WPA forum project the committee encourages the development of forums, similar to the central forums, at individual organization meetings and in the neighborhood communities that persist from the old towns and villages that were amalgamated to make the Borough.

The information service, the Committee's publication *Social Progress in Queens*, and newspaper and radio publicity supplement the forums in disseminating information. Out of the forums have developed specific plans for community improvement.

The Committee for Social Progress does not claim credit for any of the improvements that it has sought and realized. Most of them are the results of the thinking, planning, and programs of the many organizations that look to it as a clearing house, information service, and coördinator for Borough progress.

Will new areas of service and new positions be created in the field of community coördination?

Judging from the many significant trends and actions on the part of national, State, county, city, and community bodies. it

seems logical that community coördination will be of increasing importance and will open a new area of professional service. At present, leadership is, almost without exception, voluntary or assumed by leaders in more limited areas of service and responsibilities—leaders in schools, service clubs, churches, recreation organizations, or crime-prevention agencies.

What are some of the characteristics of a good coördinating-committee executive?²

1. Background training or experience in community surveys, studies, and organization
2. Knowledge of and contact with public and private agencies, their organization, function, and service (including schools, social agencies, libraries, community clubs and organization, public and private health agencies)
3. Experience as an able discussion leader, speaker, and publicist
4. Personal qualifications that will make the coördinator sympathetic and accessible to the community
5. Knowledge of current sociological trends in such fields as crime prevention, character education, health, housing, recreation, education and adult education, and an unbiased objective attitude toward problems in community planning
6. An ability to adapt to changing conditions and viewpoints with a maturity that warrants confidence in leadership and judgment
7. An ability to initiate community activities and then to stimulate widespread participation and assumption of responsibility in the community

² Prepared by the Queensboro Council of Social Agencies as a result of a forum on recreation planning.

How should the community-coördination executive be selected?

The method would depend upon the size of the community project, the caliber of available leadership, and the amount of financial support that can be obtained.

The community coördinator may be (1) a volunteer member of the coördinating committee who has reasonable ability, background, and time, (2) employed by the coördinating committee, or (3) employed by one of the coördinated public or private agencies.

How can a community determine whether or not it is ready for coördination?

1. Are there problems that are common to several private and public agencies?
2. Are there evidences of overlapping, competition, and neglect when the combined programs of agencies are evaluated?
3. Is there leadership among the organizations or citizenry able and eager to plan more effective community service?
4. Is there some problem of immediate concern that is generally recognized in the community as one requiring immediate action?

DELINQUENCY PREVENTION THROUGH COORDINATION¹

KENNETH S. BEAM

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I. The characteristics of a council for the prevention of delinquency

1. *Location, meetings, officers.* The councils in this survey are scattered all the way from Bellingham, Washington (20 miles from the Canadian border) to Durham, North Carolina, and from San Diego, California, to New Haven, Connecticut. They are found in towns of all sizes, from a village of 500 people up to our largest cities—New York, Chicago, and Philadelphia. Their meetings range in attendance from a half-dozen people to a hundred or more. The frequency of meetings varies from a weekly session (in Berkeley, California) up to the council in Madison, New Jersey, which brings together about one hundred people four times a year. The great majority of councils meet once each month, with committee meetings in between. Most of them have three officers; chairman, vice-chairman, and secretary. These three with committee chairmen frequently constitute an executive committee.

2. *Origin of councils.* These councils have not been promoted by any national organization. They have sprung up from a great variety of experiences, but under a local conviction that, if they are really to accomplish anything in the field of delinquency prevention, they will have to mobilize all their resources and join forces in a united program. The causes of delinquency have been found to be too varied and too complicated to be attacked

¹ A preliminary report of a national survey of various types of coordinated community programs in the interest of youth or for the prevention of delinquency conducted by the National Probation Association.

successfully by any one group working alone. The interesting thing is that this same conviction should have struck so many different centers at approximately the same time. In some instances when their interest was aroused some one remembered having heard of such a plan that was operating in some near-by or distant city. They would then get all the information available and would adapt it to local needs. The coördinating council plan that has been worked out in California has apparently been used more widely than any other. However, the complete independence of the cities and towns working in this field is quite evident and receives eloquent testimony from the variety of names they have chosen.

3. *Membership.* The membership of these councils does not vary as much as one might suppose. Over one hundred of the councils studied include representatives from public departments (schools, police, probation, recreation, welfare, health, libraries, etc.), private agencies, both group work and case work, churches and citizens' organizations such as the service clubs, women's clubs, parent-teacher associations, and others. There seems to be more uniformity on this question of membership than on almost any other, although there is, of course, great difference in the strength of representation from these various groups. Many inequalities are found. Some will be strong on public officials and weak in other particulars. Some will have many private agencies represented, but few officials and citizens. Others may have a citizens' group with few of the others. Eleven councils are composed of representatives of citizens' organizations and private agencies without any officials. Seven councils include officials and private agencies without any citizen members, while two councils include only officials in their regular membership.

4. *Expense involved. Use of Federal projects.* What about the expense of maintaining this type of organization? Do these councils require a budget and have to go through the throes of

a financial campaign each year? No. The great majority of councils have no budget and no treasurer. Some of them pass the hat occasionally in order to have a small fund for postage and stationery. A few ask the member organizations to subscribe \$1.00 per year. Some of them have raised money, by dances or entertainments, for some specific purpose such as sending a group of children to camp.

Two councils at least have considerable money to handle. The Stock Yards Council in Chicago² receives over five thousand a year from the packing houses, while the Community Service Council at Hastings-on-Hudson, New York,³ this past year had a fund of \$6,000 provided from tax funds.

The expense of sponsoring such councils throughout an entire county or large city is another matter that will be taken up later.

Many councils have benefited by Federal projects under CWA, ERA, WPA, and NYA, and have accomplished results during the last three years that they never could have accomplished without the expenditure of a great deal of money. This has been particularly true in California and Washington, Pittsburgh, Richmond, Washington, D. C., New York, and probably a number of other cities.

5. *Principles, purposes, and objectives.* The statements of the principles, purposes, and objectives of the various councils are so diverse as to require a special report on this subject alone if justice were to be done. However, the differences are for the most part matters of phraseology with the same purpose in mind. There is one main point of difference but even on this one point the difference is more theoretical than real. Some feel that the prevention of delinquency should be stated as the principal objective of such a community organization. Others feel that it

² Described in this issue.

³ Described in the February 1936 issue of THE JOURNAL OF EDUCATIONAL SOCIOLOGY.

should not be so stated but rather that the objective should be to work in the interest of all the children and youth of the community. Those in the latter group realize that in carrying out such a program they will be working to prevent delinquency, but they prefer not to have that fact emphasized.

Here are a few statements of purposes or objectives of the various councils selected as samples:

Portland, Oregon: To stimulate neighborhood concern for the welfare of its children, and to strengthen its organized efforts in this direction.

Los Angeles, California: 1. To conduct studies, surveys, and conferences in order to discover the individual children, groups of children, and areas needing attention by private and public agencies. 2. To stimulate the local community, through representatives of civic organizations, to face their responsibility for community conditions affecting the lives of children, and to work with the officials and social workers in order to make the community a better place in which to live.

New York (Lower West Side Council of Social Agencies): Principles: 1. The concentration of responsibility for a local delinquency area. 2. Utilization of services and coöperation of all preventive agencies. 3. Extension of the program to all children, groups as well as individuals. 4. Changing of community conditions. 5. Education of the public. 6. Creation of new agencies, if necessary.

6. *Committees.* There is as great diversity in the matter of committees in these councils as there is in the matter of names and statements of objectives. Some councils have no committees at all but do all their work in one general meeting. This is likely to be true in small towns. Others have a long list of committees, sometimes with subcommittees attached. In southern California and in some other sections they favor three committees: adjustment, for the referral of individual cases; character building, for the extension of group activities; and environment, for improving the environment in both the home and the community. Other committees that are found in a number of councils are the

following: survey or research, recreation, community calendar, health, religious education, vocational guidance, parent education, motion pictures, and employment (for youth).

7. *Problems.* As a part of this survey each council was asked to state its most serious problem or problems. The one that was apparently most common had to do with the lack of recreation facilities and the seeming impossibility of securing the service they felt their children and youth needed. Here are some of the statements:

Inadequate provision for leisure time of youth.

Opposition of borough council to plans for additional recreational facilities.

No indoor facilities during the winter.

No recreation facilities for girls.

No large auditorium. No community center.

School playgrounds should be kept open after 3.00 p.m.

Insufficient character-building groups, particularly in areas with high rate of delinquency.

Problems of leadership and administration came next.

The difficulty of securing good committee chairmen.

Need of volunteers with sufficient time to carry out the plans.

Difficulty of knowing what to do, and of finding any one with time to do it.

We need long-time leadership, people who will stay by this work over a period of years.

What can you do with a leader who is seeking personal advantage and is using the council just as a means for promoting his own interest?

Our main problem is to decide just what our job really is.

How can we be sure to maintain the initial interest over a long period of time?

Our problem is to control development, so that it does not get out of hand.

Other problems included the lack of coöperation on the part of certain public departments, private agencies, religious groups, or civic organizations. In a number of communities there were

one or more important agencies not represented on the councils, chiefly because the head man had not been sold on the idea or did not know what it was all about. In some cases the problem seems to have been general inertia, apathy, and lack of interest. In others the problem was "to get the members to unite their efforts instead of seeking individual glory." (One well-known social worker has described this self-interested type as "glory grabbers." This same worker stated that those who refused to coöperate are suffering from an affliction, sometimes found among social workers, known as "chronic insularity.")

Other problems had to do with undesirable motion pictures, salacious literature, slot machines, sale of liquor and cigarettes to minors. Several councils face a race problem involving Negro and white groups. In one district a swimming pool had to be closed, because the tension was so great. In several instances the chief problem is created by the peculiarities of the district itself—the shifting population, heavy percentages of the population on relief, cheap boarding houses, and the like.

Home conditions, family relations, and the neighborhood environment were, of course, mentioned as constituting serious problems.

II. What do these councils accomplish?

One of the first questions that is asked when this type of work is described to a new group is this: "Well, just what do these councils accomplish? The plan sounds very logical and this type of work is tremendously important but does the scheme actually work? In short, do these councils get results?"

This same question was put up to council after council in personal interviews and by correspondence. As a result we have received reports, minutes, bulletins, booklets, and statements in such quantities that this section of the report becomes one of the most difficult to condense to the space available for it. It will be

impossible to do more than to indicate the varieties of accomplishments that have been reported, without indicating in each case the cities or towns that should be credited with these accomplishments. Since Francis H. Hiller in his report on the coordinating councils in California gave several pages to listing their accomplishments we shall not repeat this information but shall make only an occasional reference to California in the following summary.

The information that follows is based, for the most part, on statements made in interviews or by correspondence. These accomplishments are presented as reported, since they are in line with developments we have witnessed over and over again during the past five years.

It should be noted that when we refer to a council accomplishing certain things, it frequently means that some agency within the council has actually done the work. The council has served as a medium to discover the need, make the plan, and back up the agency selected to carry the plan into effect. Councils seldom carry out a project under their own names.

1. *Sociological studies.* Practically all councils reporting have had more or less elaborate studies made before deciding on their exact program. These studies have covered primarily delinquency areas and constructive resources. Some surveys have covered destructive influences as well. Perhaps the surveys made in Oakland (California), Richmond (Virginia), Detroit (Michigan), Washington, D.C., and New York's lower west side have been the most complete. Surveys of all institutions in a given district have been made to discover the service now available. The usual reaction by the councils when these surveys are presented to them is that they have work cut out for them for many years to come if they are to meet the needs revealed.

2. *Education of the public.* One surprising revelation of this survey is the number of councils reporting the influence of their

work on the general public and definite efforts to educate the public. Some councils have published booklets such as the Sacramento publication, *Citizens of Tomorrow*. Los Angeles County published the *Coördinating Council Bulletin*, a monthly publication. Lincoln Park, Michigan, ran a series of articles in the local paper on "The Juvenile Court, Its Work in the Field of Delinquency Treatment and Prevention." Highland Park, Michigan, publishes a monthly bulletin. Other councils report that a definite community consciousness of the needs of children and youth has been created but they do not say exactly how this has been brought about. Some councils have put on radio programs. Fuller Park community council, Chicago, encouraged the establishment of a community newspaper. Berkeley, California, has conducted public forums.

The officers of nearly all councils have been in great demand to speak before civic organizations on the work of their councils and the community problems that they have encountered. Los Angeles has had electrical transcriptions made of dramatic incidents in the lives of some of their councils in order to present in graphic form just what they are accomplishing.

3. *Effect on council members.* One of the first statements that is made when we ask these councils what they accomplish is that the council work is a continual process of education for their members. This statement will be confirmed by the members themselves. One teacher remarked, "A year ago if a child created a disturbance in my room I immediately thought of punishment or discipline. Now I make a mental note of the fact that we will have to look into this child's problem in order to find out why he behaves that way." A social worker noted that she and others were becoming community-minded, whereas they had been quite agency-minded before participating in council work.

Some one has said that coöperation is not primarily activity but a state of mind. Certainly the experience with neighborhood

councils puts all the members in a state of mind that leads to coöperation.

It nearly always happens that when a group of officials, social workers, and citizens come together for the first time to form a community council it is necessary to introduce the group all around the circle because very few will know all the others.

These meetings bring about a much closer connection between the agencies, a much more friendly feeling, and a much better understanding. Several councils report that new techniques are constantly being reported and that all the members benefit by these new developments. There is also a sharing of information that is exceedingly valuable. One council reports that the police officer will frequently remark, "Now this is off the record but we would like to have your advice on how to handle this particular situation." It is needless to say that the police among others benefit greatly by the monthly meetings of these councils.

4. *Effect on agency programs.* One council reports, "Our council meetings tend to improve the quality of work of nearly all the agencies involved. Standards of work become known and all seek to attain the highest standards." Another reports, "The Y.M.C.A. and Boy Scouts are entering new fields and not only are taking boys with problems into their present groups but are going out into neglected areas to organize new groups." Another report states, "The council meetings have revealed to the schools the fact that they have not been giving the attention that they should give to behavior problems and have not been making as much use of other agencies as they might."

In addition agency programs are apparently benefited by the fact that many councils maintain community calendars in order to avoid conflicting dates. This means that each agency has a better chance to put over its community program.

The council's work has also led to a joining of the forces of all agencies on certain occasions when there is some big community

affair to be put over. In Sacramento, California, the schools, churches, playgrounds, and all organized groups joined forces on Halloween to keep the young people so thoroughly occupied that they would not have time to commit the usual depredations that accompany that day. The police reported that they had practically no calls that evening and the losses for the city were the lowest on record.

5. *Making use of existing facilities.* Many councils have reported that their efforts have led to a decided increase in the use of facilities for children and youth. The New York Lower West Side Council reports the opening of a gymnasium that had been closed. Washington, D.C., reports the opening of a swimming pool that had been closed. They persuaded a newspaper to put on a campaign for funds. Many councils report the wider use of the school equipment by persuading the school authorities to keep the playgrounds open after school closes. In Los Angeles one council was instrumental in turning an abandoned church into a community center. Churches have been urged to make better use of their equipment during the week; in different cities they have been assisted in their vacation-school programs, and the attendance has been greatly increased at these vacation schools. Councils have also encouraged more extensive use of libraries, and reading lists of books of greatest interest to boys and girls have been widely distributed. The attendance of children at summer camps has been given a boost by these councils. Some councils have raised funds to send boys and girls to camps who would otherwise not have been able to attend camp. Other councils have made a practice of planning summer excursions for children from the poverty-stricken districts. This work has been facilitated by the use of men and women on WPA projects.

Many councils have arranged publicity campaigns in order to call attention to all the facilities available. Nashville published a directory of leisure-time activities. New York (lower west

side) published a leisure-time information service. Compton, California, through the junior college, publishes a bulletin, *Recreation News*, each month. Dayton, Ohio, distributed a mimeographed report of all the summer activities.

6. *Increasing recreation facilities.* One of the remarkable accomplishments of these councils for delinquency prevention has been the increase in recreation facilities. Madison, New Jersey, reports four tennis courts, swimming pool, community center, field house, recreation building, gymnasium, etc. Lincoln Park, Michigan, reports an outdoor skating rink. Mt. Auburn (Cincinnati) reports that a new playground has been promised by the park board as a result of the council's request. Portland, Oregon, states that all of their councils have reported increased recreation facilities as a result of council activities. In many instances this has not meant any expenditure of funds because the council has arranged volunteer supervision for play areas that would otherwise have been closed. Pittsburgh reported that leadership had been provided on 66 playgrounds that otherwise would have been closed. Richmond, Virginia, states that its council secured a special appropriation from the city council for broadening of recreational opportunities and lengthening of playground hours. Steilacoom, Washington, a town of 500 people, was able to provide a basketball instructor for the boys and girls out of high school and a playground director for the beach during the summer. Hastings-on-Hudson, New York, employed a recreation director on full time, an assistant director on part time, five WPA workers, and fifteen volunteers. As a result the police inquire, "Where are the children? We don't see them roaming the streets any more."

7. *Providing service for individual children.* Many councils have special committees of officials and professional case workers who take up the problems of individual children and endeavor to work out a satisfactory solution. Fuller Park, Chicago,

has such a committee meeting every two weeks. Lancaster, Pennsylvania, puts practically its entire effort into this service to children. This is true also of the Germantown coordinating council. In Los Angeles last year over five hundred cases were referred to the adjustment committees by the police. These are cases that would otherwise have received no follow-up after the conference of the police and the parents.

This type of service makes it possible to discover, much sooner than would ordinarily be the case, many children who are in danger of becoming delinquent. That is, they receive early attention from some agency, making their adjustment much more simple than it would be several years later.

8. *Creation of new service for children.* As a result of the work of the Berkeley coordinating council a public-school behavior clinic was established which includes on its staff a psychiatrist, a pediatrician, a psychologist, and four visiting counselors. Richmond, Virginia, secured a juvenile crime-prevention officer from the department of public safety to act as a liaison officer between the individual child and the court, the police department, the social agencies, and society at large. A number of councils have been instrumental in persuading police departments to appoint special officers to handle juvenile cases.

9. *Increasing membership in existing groups and organizing new groups for children.* Many councils reported the circulation of a questionnaire in the schools in order to discover the children who would like to belong to some organized group but have hitherto not had such a membership. The list of names was then turned over to the groups preferred by the children and many of them were enrolled as members. In several cities there were found to be twice as many boys expressing a desire to belong to the Boy Scouts or to the Y.M.C.A. as were already members of these organizations. It was the same with the girls' groups. This information created a demand for new leaders and the demand

led to a new type of leadership—training courses in which all the character-building groups participated.

As a result of the studies of delinquency areas the character-building leaders in a number of cities have directed their attention toward districts that have hitherto been neglected. In one city the Y.M.C.A. requested the assignment of one entire section known to have a high delinquency rate and they agreed to follow up every boy whose name was given to them and see that he had the full advantages of the Y.M.C.A. if he cared to accept them. Another Y.M.C.A. had a leader who specialized in organizing groups of boys according to their chief interest. Washington, D.C., reported the organization of a Boy Scout group in the Negro district as a result of the council's work. Durham, North Carolina, reported a new type of work undertaken by the Y.W.C.A. in an area not previously covered. Activities of this sort are reported from so many councils that they could not all be listed.

This same interest in neglected groups applies to the camp program as well as to the regular year-round program, and literally hundreds if not thousands of children have had camp experience as a result of the work of these local councils.

10. *Special attention to young people from 16 to 25.* A number of councils recognizing the serious problem facing young people out of school and unable to get work have carried on special efforts in their behalf. Lincoln Park, Michigan, maintains a special employment bureau for this group. Fifteen girls were placed in the first two weeks this employment bureau functioned. Highland Park, Michigan, reported 105 registered within a short time and 45 placed. Madison, New Jersey, maintains a junior employment service for boys and girls out of school. Other councils have stimulated special programs in dramatics, athletics, and social meetings for these young people.

Community dances have been sponsored or promoted by councils in a number of cities. Lincoln Park, Michigan, reported that

at six Saturday night dances 1,700 young people were in attendance at a charge of only ten cents each. This plan has been carried out in many other cities.

11. *Removing or controlling destructive influences.* Many councils have faced problems in the community environment where they felt certain influences were having a definite destructive effect on the character of children. In New York, the Lower West Side Council maintains a better-films committee which coöperates closely with the local theater managers and helps to select the films to be shown on Saturday afternoon. The Los Angeles councils helped to arrange a special service in the public library by which information is given over the telephone regarding any film. Bellingham, Washington, has carried on a campaign against salacious magazines and certain undesirable books in circulating libraries. Some councils have taken an active part in securing the adoption of ordinances regulating street trades and prohibiting the sale of newspapers, magazines, and other articles by young children.

12. *Improving the home environment.* Linwood (Cincinnati) has conducted a series of weekly classes for adults which have attracted from three to four hundred persons every Friday night. Hastings-on-Hudson, New York, promoted adult-education classes with a staff of one counselor, a director on part time, and eight volunteer teachers. Parent education has been emphasized by a number of councils. Some cities have carried on successful experiments in the poorer sections where the parents would not ordinarily be interested in classes of this sort. Los Angeles councils have promoted a series of institutes on family relations which have attracted hundreds of people to round-table discussion groups dealing with such subjects as these: problems of child guidance, teamwork in guiding youth, young people's forum on problems of personality, adjustments within the home to the

changed economic situation, community influences on family life, and pitfalls of married life.

III. The Causes of Failure

While attending certain council meetings I sometimes have the feeling that I am sitting in a car with the engine running but the car standing perfectly still. It is a good car, but it isn't getting anywhere. Some councils are like that. The meeting may be quite interesting and the council may be discussing some very important subjects, but when they adjourn nothing is decided and they are at just about the place where they started. In fact they may actually have lost ground, because one or more people present will decide on the way home, "Well, that will be my last meeting with that group. My time is too valuable and I have too many important things to do. They have a great idea there, but they are not putting it over." And the chances are that the council will have lost one or more of the very people who could have done it the most good.

1. *Not geared for action.* The trouble with such a council is that it is not geared for action. Councils must have the coöperation of certain public departments, institutions, agencies, and organizations, and must have their representatives at meetings. The chairman must know these resources and know where to turn for advice or for action when certain work is to be done. When such a chairman throws in the clutch, the gears mesh and the car begins to move. It is not always possible to have all these key people present at every meeting but the chairman can always appoint some one to see the right person and get the right result.

I attended such a meeting in Portland, Oregon. The chairman was a young lawyer who seemed to know how to get results. Every school in the district was represented, the probation department, the council of social agencies, the local settlement

house, and other agencies. The chairman apparently had assigned responsibility to several school principals at a previous meeting. These men had carried out instructions, had definite replies from the authorities, and plans were under way. The car was moving. The chairman himself reported on a personal assignment. He had gone to the city hall and found out just where they stood on a certain recreation plan. And so the meeting proceeded with definite problems, definite decisions, and definite results.

2. *Wrong type of leadership.* In visiting city after city in connection with this survey I discovered the corpses of some defunct councils, or heard the facts from some one. There were not very many of these deceased councils, comparatively few in fact, but they deserve careful study as to the causes of their untimely end. I found several others that seemed rather anemic with slim chances for a long life. In a few instances plans were ready to start a new council, but the leadership was so weak that one could almost predict failure or at least a very ineffective existence. In one instance a well-meaning individual started a council and then went away and left it. He seemed to feel that his work was done. Of course it died. A young council needs as much attention as a young infant. In one case an old feud between two officials was revived at a council meeting, and the council died as a result. In still another place the leader was too aggressive and moved ahead without consulting his group. The first thing he knew he was marching alone. As one unkind critic put it, "The fumes got ahead of the car."

3. *Wrong type of sponsorship.* In another city one citizens' group assumed the leadership without having enough information to lead such an organization. Of course the leadership was not recognized and the newborn council died within a few weeks of its birth. In still another city a citizens' group took the lead and insisted on carrying the full responsibility even to the exclusion of certain other agencies. A movement which attempts to

coördinate the efforts of all agencies in the child-welfare field defeats its own purpose if it begins by excluding certain agencies.

There are three points to note in these post-mortem examinations. First, that death has practically always taken place in the infancy of the organization; second, that the individual leader is a very important person to consider; and, third, that citizens' organizations seem to have difficulty in sponsoring a coördinating body. The latter two points will be covered in the next section, "The Price of Success."

4. *Variety of criticisms quoted.* It is well for us to consider some of the criticisms leveled at councils even when they seemed to be doing fairly well. Here are a few:

The council idea is all right but the present chairman is not the man for the place. He is very undiplomatic and has already antagonized some influential people.

What does the council do besides talk? What does it actually accomplish?

We do not accomplish as much as we would like. We need a full-time or part-time worker to carry out our plans.

We are ineffective because we are working alone. We need some one to come to us from a county or State office to help us out.

The ——— council made the mistake of bringing lay people into the case-study committee. As a result they went out of existence for a while and then reorganized.

The ——— council started off like another agency and began to raise money. Instead of acting as a coördinating body and using existing agencies they began to assume responsibilities for certain types of work just like an agency.

This particular council is too much of a school proposition. It is not really a community organization at all. The school is using it to solve the school problems.

It is just a scheme of the judge to get some publicity and to get a group of influential people back of him for the next campaign.

The man who is promoting this is a publicity hound. All he thinks about is breaking into print. It is a paper organization in more ways than one.

IV. The Price of Success

A study of the successful councils, also of the failures, leads inevitably to the conclusion that success depends more on the quality of leadership and supervision and the amount of assistance that councils receive than on any other factors.

1. *Sponsorship.* The first requisite seems to be sponsorship of the local council by some well-known agency, public or private. It does not matter so much what agency it is so long as the leaders are wholeheartedly back of the council movement and are willing to put time and effort into this work. This means that the council will have a recognized headquarters and persons who can be depended on to give certain assistance. Participation in the council program becomes a part of the regular work of the staff members. From the very beginning the work of the local council assumes a place of importance in the community because it has the backing of a certain well-known public department or private agency.

A study of the agencies sponsoring councils reveals that this part is taken by juvenile courts and probation departments in four counties and five cities, representing over eighty councils. Most of these are on the Pacific coast. Next comes the council of social agencies which has played sponsor for the local councils in one county and eight cities, representing approximately forty councils. Municipal recreation departments have assumed sponsorship in four cities. City officials have taken the lead in two cities, while school officials have sponsored such organizations in three cities. Religious groups have helped to organize four councils, and private agencies, four councils. University professors have taken the lead in two instances. Six councils are apparently without sponsorship of any kind. It will be interesting to see how they succeed.

A question that arises frequently is, "What financial burden is involved in this sponsorship?" In most cases the first financial

responsibility is the time of one or more staff members. In several instances budgets have not been affected but a staff member has been instructed to give a certain amount of time to the local councils. In certain other instances an additional person has been taken on the staff either for full time or part time in order to give the supervision required.

2. *Can citizens' organizations sponsor councils?* The question is sometimes asked, "Can citizens' organizations successfully sponsor councils for the prevention of delinquency?" The experience thus far would indicate that lay groups should not accept full responsibility for this type of work. They can play a very important part, however, in launching a council program. This has been well illustrated in the city of Indianapolis by the work of the Junior Chamber of Commerce. This organization of progressive young business men heard about the council type of organization from their national juvenile-welfare committee. They made a study of the organization by getting all the literature they could on the subject. They then approached the heads of various city departments and private agencies and talked over the plan with them. When the time was ripe they presented the idea to the council of social agencies and received the assurance of the executive that he would be glad to present the plan to his board with his personal backing. Now the Junior Chamber of Commerce stands ready to back up the council of social agencies in any way that it can, but it will expect the council of social agencies to accept full responsibility when it once decides to enter this field.

Citizens' organizations and churches are not in a position to accept sole responsibility for the coördinating council-type of organization. But they can be of untold help in backing up the organization and giving support to the agency that does accept the responsibility. Space is lacking to describe adequately the part played in these local councils by service clubs, women's clubs,

parent-teacher associations, American Legion posts, chambers of commerce, and churches. Their work is equal in importance to that of official departments or private agencies, and they render a service that cannot be rendered by the others.

3. *Central executive boards.* A requirement for counties or large cities is a central executive board made up of representatives of the public and private agencies, the citizens' group having to do with children or youth, and representatives of local neighborhood councils where they have been developed.

There are three reasons why this board is so essential. First, it is necessary that the various interested agencies be adequately represented on a central executive board, because in this way they will have a definite part in planning this movement and will be informed of all that the local councils are doing. In the second place, if the local councils are to have the active coöperation of the agency representatives in their district, it is necessary that the head of the agency be a participant in this work and instruct the local staff workers to take part in the local program. In the third place, local councils find that they are continually seeking to improve the service to children provided by public departments and private agencies. Their best chance of securing such additional service is to have the full coöperation of the heads of these departments and agencies both on the central planning board and on the local council itself.

4. *Field workers.* Another requisite for success in this type of work in a county or city with a number of local councils is a field worker on full or part time. This worker acts as a liaison officer between the central planning board and the local council. He attends practically all council meetings and is ready to give advice or assistance whenever it is needed. When some problem arises which he cannot meet he takes the problem back to the central committee and asks advice. He gives the local council confidence that it is not working alone and that at all times it

has the backing, not only of the sponsoring agency from which the field worker comes, but of the central planning board on which many agencies are represented. Washington, D.C., has a part-time worker from the council of social agencies. Pittsburgh has three workers from the federation of social agencies, one in the county area and two in the city of Pittsburgh. The Detroit council of social agencies has one worker in the field. The probation department in Los Angeles has a full-time officer engaged in this work. The Seattle juvenile court has recently added to its staff a man to organize and assist local councils. The Portland, Oregon, council of social agencies has a worker on part time.

5. *The small-town council.* The council in the small town will have to expect to pay the same price for success although the members may find that no actual expenditure of money is required. That is, the small-town council should have the backing of some recognized department or agency. The council itself should have representatives from public and private agencies and civic organizations, and it should have an officer, if possible, who can give some time to this work, depending on the size of the town and the extent of its program.

The town and the smaller city will also find that a visit from a county or State department representative is of great help to them and gives them a great deal of confidence.

6. *Each group to be considered of equal importance.* Recognition on the part of the council leaders of the contribution to be made by each group in the council is an important consideration. Sometimes a leader who belongs in one group is inclined to minimize the importance of the experience and information of another. The success of the council work depends on drawing out all the information possible and making use of the experience of all the members.

The social worker brings his knowledge of technique, meth-

ods, resources in the community, and of the problems to be faced. The official brings his knowledge of the city government, of plans and possibilities as far as a given district is concerned. The private citizen brings his knowledge of the community, his personal interest in his own neighborhood, and the backing of the organization he represents. In finding a solution to a given community problem it is often the local citizen who comes through with an original idea that has escaped all the others. He is not hampered by official procedure or trained in social-work technique, but he knows his community and can often improvise ways and means of getting things done that escape the others.

7. *The local council functions as a coordinating body—not as an agency.* Strict adherence to the original idea of coordination has to be kept in mind continually. This means that the real work is done by the organization represented on the council and not by the council itself. Real results are obtained by the member organizations, not at the council meeting but as a result of the meeting. The council is a medium for the discovery of needs and conditions in the community and for planning to meet these needs. The real work has to be done by the agencies and organizations after the plans have been made. It is for this reason that most councils do not seek publicity for themselves but for the agency that actually does the job.

The council is a means to an end. It is not an end in itself.

8. *Focus attention on children's needs.* Still another requisite to success in this work is the necessity of keeping the attention on the needs of the children and the community, and not on the needs of the agencies. The community chest and the council of social agencies exist to see that the agencies are financed and that problems involving the agencies are ironed out. The local coordinating council is interested in its own neighborhood, particularly the welfare of the children. The chests and councils of social agencies are concerned with budgets, campaigns, buildings,

equipment, personnel, salaries, policies, functions, techniques, methods, and the like, while the local coördinating councils are concerned about doing something to meet the needs of this group of boys, these out-of-school and out-of-work young people, and these parents who are neglecting their children. The council turns to the agency in making its plans, and the agency discovers that the council by pointing out areas and groups needing its service can make its efforts far more effective than they were ever before.

V. Trends

From the study that has been made thus far there are indications of certain trends or tendencies. These will be listed briefly without amplification in the hope that out of the conference at Atlantic City evidence may be provided either to confirm or to discredit the apparent drift in the directions indicated.

1. *Objectives.* From delinquency prevention as an announced objective a change has come toward emphasizing work in the interest of all children or making the community a more wholesome place in which to live.

2. *Programs.* From the study of individual cases a number of councils have been led to study the causes back of these personal problems, community conditions in general, and environment for children both in the home and in the community. The referral of cases is not discontinued but is made part of a broader program.

Councils starting out to improve the community environment frequently add a committee on the adjustment of the problems of individual children.

3. *In size of district.* Some of the councils organized more recently are selecting smaller geographical units than the councils organized several years ago. The councils in the small neighbor-

hoods seem to get closer to their problems and to be more effective than the councils attempting to cover large districts. Some of the more recent councils in large cities are fixing boundaries which include only a few thousand people, while some of the older councils attempt to cover an area of over 100,000 population. Among the most effective councils are those in communities ranging from 2,000 (or less) to 15,000 people.

4. *In number of field workers.* There is a steady increase in the number of field secretaries appointed for the sole purpose of assisting these community organizations. From present indications a considerable number will be added to this group in 1936.

5. *County organizations.* Four counties now have organizations with council membership to promote this type of work: Los Angeles County, California, Washtenaw County, Michigan, Morris County, New Jersey, and King County, Washington.

6. *State organizations.* Four States have organizations to promote or to assist coördinating councils. These are California, Utah, Ohio, and New Hampshire. State departments of public welfare in Washington and Pennsylvania have assisted in giving out information regarding this movement.

7. *Use of Federal projects.* Many councils are making use of the Works Progress Administration and National Youth Administration projects. If these projects continue another year it is probable that many more councils will take advantage of the opportunity to use unemployed men and women in making community studies and in helping their local work in a variety of ways.

8. *Number of councils organized.* The number of new councils organized each year seems to be increasing. Prior to and during 1934 there were less than one hundred of these councils organized. During 1935 fifty-five or more new groups were formed. From present indications a greater number will be organized during 1936 than during 1935.

VI. Conclusions and Recommendations

1. *Significance of the movement.* The rapid development of this movement without any national promotion plan, the enthusiasm of the groups in city after city, and the results obtained in comparatively few years, each group for the most part working out its own salvation with little help from outside, make us wonder if we are not witnessing the beginning of one of the most significant movements of our time. During this period of uncertainty, of economic depression, of loss of morale, of national concern about delinquency and crime, at a time when family life is said to be disintegrating and the youth of the land is referred to as the "lost generation"—during such a period as this we are surprised to find groups of people who seem to know where they are going, who have found ways of improving their communities and their home life, who are not discouraged but are enthusiastic beyond the belief of one who has not witnessed it, and who are definitely assisting youth to find its place.

2. *Need of national assistance.* We are led to wonder what the developments will be during the next few years. In view of the rapid increase in the number of these councils we may well ask what the strength of this movement will be five or ten years from now. But suppose these councils, scattered all over the country, instead of working alone, were related to the others in some way. Suppose a medium of communication were developed by which they knew of successful plans carried out in other communities. It is not difficult to imagine how much more effective their work would be. Suppose also that a national group was continuously studying these new developments, appraising, advising, and assisting by publications, visitations, and conferences. We can begin to see possibilities that dwarf the present accomplishments into insignificance.

The theory on which this coordinated community work is based has received ample endorsement from national authorities

but no national assistance in practical plans or programs until the National Probation Association stepped into the field and conducted this survey. One of our first conclusions is that in some way such surveys and other assistance must be provided from this time on.

The existing councils are in most cases capable of much better work than they are now doing and could produce better results if they had some advice and assistance from time to time and if they could exchange experiences with other councils through a central body. They are now faced with the question of how broad a program they should undertake. There is a definite tendency to go far beyond the program on which many of them started out. It will require wise planning of the best minds of the country to decide just how broad a field they can cover efficiently. The coördinating councils provide experience in coöperation and community planning that can be used in solving many problems hitherto considered too difficult for any one organization to attack. However, the local council leaders are frequently puzzled about just how they can best use their energy and which problems come within their scope.

A SCHOOL AND COMMUNITY PROGRAM THAT PROMOTES THE SPIRIT OF DEMOCRACY

W. EVIN HUFFMAN

Superintendent of Schools, Alexandria, Ohio

Soon after having located in the village of Alexandria, Ohio, the writer was approached by some business men of the village who expressed a desire for some connection between Main Street and Academy Avenue. By a series of strange circumstances, the new superintendent of schools became first a member of the village council, and a year later the Honorable Mayor of the Village of Alexandria. Alexandria is a village with a population of four hundred and fifty-five, and situated in almost the exact geographical center of Ohio. The school, with an enrollment of three hundred and sixty pupils, serves a rural population. Two thirds of the pupils are from farm homes. It was while serving in this dual capacity of mayor and superintendent that a centennial celebration in the village afforded the opportunity to project the school to every individual of the community.

Following the centennial celebration a community council that is pioneering in a rather unusual program of community development was organized. While it is not to be recommended that any schoolman should seek this particular kind of social contact, it is true that some very vital interest in community welfare, outside of the institutional school, is essential to the success of every educator. It is an axiom that in the traditional school pupils are reciting lessons written by some far-removed textbook writer. How far we have wandered from Garfield's ideal school, "Mark Hopkins on one end of a log, and a pupil on the other . . ." Textbook instruction alone cannot fulfill the obligation of any school to its community. Community needs are best learned outside the

school walls. Many and varied contacts, therefore, should be made to learn these needs and to provide for the harmonious execution of some plan to fulfill adequately the specific requirements of each individual community.

Opportunity to learn the community needs came to the superintendent of the Alexandria schools in a rather unusual manner. A member of the village council related in a council meeting the story of his vain search with the DeVilbis family for the graves of Alexander DeVilbis and his wife. The graves of the founders of the village had been desecrated. The council sought to alleviate the chagrin that this occasioned. The following year, they remembered, would be the one hundredth anniversary of the plotting of the village. The mayor was authorized to head a committee of five citizens to prepare for a centennial celebration. As a part of this celebration a monument honoring the founders was unveiled. The preparations for this event became virtually a community summer school. The necessity for carefully planned organization became evident. The power of coöperation in the promoting of a common good came to be generally recognized. Harmony was maintained. Oil for troubled waters was found to be an absolute necessity. A generous supply of the former was kept ready for every emergency. The joy that may be found in hard work, constancy, and perseverance claimed a place in the learning program. Such extracurricular subjects, shall we call them, as English, history, drama, accountancy, business management, art, and music, all became a part of the community school. No age limits were recognized. The executive committee's first move was to widen gradually the horizon of interest in the celebration until every man, woman, and child became actively enlisted in some part of the coming event. A brief printed statement of centennial plans was left at every home in the community by the superintendent of schools as he took the annual enumeration of pupils. An extensive advertising campaign fol-

lowed. The committee of five then decided on eighteen activities for the celebration. Leaders were selected to head as many committees. Each committee chairman was responsible for his activity and met regularly twice a month throughout the summer with the executive committee to coördinate the whole program. Everything planned was to be produced locally and was to be educational or historical in its nature. No concessions were sold to vendors or entertainers. The idea of individual profit was eliminated from every project. All necessary expenses were met generously. A public-address system for amplifying sound for all stage performances was rented at a cost of one hundred dollars. This was drought year and depression times, yet money, time, and contributions of various kinds came liberally from every one. A substantial surplus remained at the conclusion of the celebration. These funds were set aside to be used as needed in the preparation of a history of the community. The book is now ready for publication.

Space will not permit telling in any detail of the historic parade. State and county newspapers featured this in pictures and stories. The historic pageant, of local authorship, required several hundred characters. This was a very unusual undertaking for a community of some twelve or thirteen hundred people. It was produced out of doors with elaborate setting and a brilliant display of costumes. One thousand and one entries were made in furnishing an antique house. There was a church homecoming day on Sunday. Governor's day was on Monday. The concluding event was a street dance. The momentum gained by the triumphs of this celebration was used to advantage in organizing for the purpose of pioneering for the future welfare of the community.

A small group was again called together. Browning's statement, "I can face the future, now that I have proved the past," seemed to fit exactly the spirit of this group. A survey of community needs was made and community planning was begun.

The aim was to promote again in a coöperative way the general welfare of the community. A permanent organization was effected and a constitution was adopted.

After a number of projects had been listed as needs of the community, every agency available was used to help us to accomplish our purposes. The rural sociology department of Ohio State University has worked with the council continuously from its inception. Other departments, too, have given valuable assistance. The department of adult education has worked with us. Progressive-education agencies have helped materially. The Licking County farm agent and the county home demonstrator are both present at practically all council meetings. The following are a few of the dozen or more projects selected for consideration the first year of the council's history: uniting of churches, rural electrification, a beautification program, adult education, recreation facilities, better school conditions. It was planned that one of these be selected each year as a major project for that particular year.

The head of the Federated Churches of Ohio was called to meet with the council. Both of the churches have a hard struggle to maintain separate organizations. Union would be the logical solution to this very difficult problem. While it may be ideal it is not practical now; therefore, the council has used its offices to help promote harmonious coördination of religious influences. A fruitful evening was spent with the problem of rural electrification. Electric current is very rapidly finding its way to many farm homes. A long-time beautification project and an adult-education program have been our first-magnitude projects thus far.

With the school, churches, and a small park centrally located, the interests of the community in the beautification program were first directed to these places of common interest. The most central spot of this land was a triangle bounded on two sides by

a roadway leading to the cemetery and by a street leading to the school buildings, and on the third side by the backstops of two tennis courts located on the school grounds. This spot was unsightly. It was suggested to the graduating class that they erect a permanent flower bed here as a class memorial. The beautification program was thus begun. This plot is now a beauty spot that is the pride of the community and attracts many visitors. As a sequel to this move, individuals copied the plan. There are now three other such plots in the community similarly constructed. The landscape architect of Ohio State University was called upon to assist in a long-time planting program to beautify further the commons. Trees and shrubs are being secured as rapidly as possible to carry out the plans suggested by the architect and adopted by the council. The council encourages beautification generally in the community by commending the efforts of all who have coöperated toward this end. At the last meeting of the year the secretary of the organization is directed to write each individual deserving of special comment the thanks and appreciation of the council for his part in community beautification. The beautification program is now far-reaching.

This community was one of the first in Licking County to organize Federal emergency classes in adult education. Adult classes in agriculture had been organized each winter for a number of years before the advent of the Federal program. A mothers' club and a parent-teacher association had likewise been active. Additional adult classes were organized in the autumn of 1934 in art, English, shorthand and typing, accountancy, orchestra, chorus, physical education including first aid, and home economics. One hundred and eighty-six men and women were enrolled in these classes, which met regularly once each week for a two-hour period in the high-school building. The home-economics class met in the afternoon. All other classes met in the evening. The building was open every evening of the week ex-

cept Wednesday. Wednesday evening was reserved for church programs. Well-qualified teachers were secured for these classes. The results obtained far exceeded expectations. Talent in music, art, literature, and dramatics was discovered. Business benefited by the commercial courses. The chief benefit, however, was that it popularized the projecting of the learning process beyond the traditional formal school years. Since this adult educational movement, the school library has been completely reorganized and placed under the control of a board of trustees appointed by the board of education. This was done to make county funds available to us for the purchase of additional books. The library became a community library. Twelve hundred dollars worth of books, more than could otherwise have been secured, were added within a year. A branch of this library has been moved to a downtown room. Personal services for this branch library are contributed at no cost to the board of trustees. Mimeographed lists of all books are distributed or made available to any one in the community.

Emergencies and special problems are met in the same co-operative way. Two typical programs will serve to illustrate how special occasions may be used to stimulate a democratic spirit, and incidentally to promote the universal education program that is ever in the background of the minds of the promoters.

What community does not have its Halloween annoyances or griefs? Two years ago we set about to substitute something for the rowdyism. A play day was planned by the council as a gesture to the young people of the willingness of the adults to join with them in anything that was sportsmanlike in the celebration of Halloween. A play day, the date by not too much of an accident, was fixed for October thirty-first. Much time was spent in preparation for this event. Every conceivable device within our reach was used to promote the spirit of play in all—from tiny child to oldest adult. Tournaments were scheduled in tennis,

volleyball, out-of-doors basketball, tenniquoit, horseshoe, box-hockey, and shuffleboard. The preparation for many of these games left equipment for permanent use. There were many track events and fun-provoking novelty stunts. At ten o'clock a parade of many floats depicted sports and recreation facilities. A section was devoted to children with pets and to young people with their club products. No commercial features were introduced in the parade. At two o'clock the formal dedication of the new football field and a flag raising were observed. Much interest centered on this event. The construction of the field had been a community-council project. The grading, which had involved the moving of some six thousand cubic yards of earth, had cost several hundred dollars. Much in addition to this had been contributed from many sources. After the dedication, the high-school football team met the team of a rival school in a game. The celebration was concluded in the evening by a costume street parade and a dance. There were square dances and ballroom dances, fun and frolic for every one. Midnight came; every one was tired but happy. All desire for pranks and destruction had been removed.

Five years had elapsed since the centennial celebration. A dramatics festival, to continue three days—Saturday, Sunday, and to be concluded on Monday, Labor Day—was planned for one year. Committee ramifications reached out to farthest corners as of former years. Thirteen separate dramatic performances were planned. No person of the community was permitted to be in more than one event or to serve on more than one committee. Something must be found for every one to do, so far as it was possible to do so. There were five neighborhood one-act plays. A suitable play was chosen. Then coaches and actors were to be selected from a designated area to produce it. Barns, garages, and homes became practice places. One three-act drama was presented. A religious pageant was given on Sunday. Gilbert

and Sullivan's operetta, *Trial by Jury*, was the concluding number. The operetta was repeated at University Hall, Ohio State University, at the request of university authorities, as a part of the program of a national convention of rural sociologists that was sponsored by the university. Two programs of puppet shows were produced continuously Saturday and Monday. These plays, one of them "The Arkansas Traveler,"² were written by a farmer of the community. He likewise constructed the stage, and made or directed the making of the puppets and stage scenery. Harmony and coöperation marked this three-day celebration. Again much new talent in the community was discovered.

This article is most humbly presented. There can certainly be no reason on the part of any one here to exploit this modest rural community. The council only claims to do the thing that can be done by any community where individuals are willing to "dwell together in unity." There is an *important place* for every individual in a community program. Ten-talent individuals will furnish leadership; but *no person should be left out*. To be happy in a democracy, individuals must be enlightened and coöperative. These are lifetime processes. Our schools need to be projected into adult life. Contest and competition must give way to coöperation. It is the writer's experience that the Alexandria community is happy in the exercise of the spirit of democracy.

² Robert Price, "The Arkansas Traveler Returns," *The Country Gentleman*, June 1936, p. 47.

A COMMUNITY EXPERIMENT IN THE PREVENTION AND TREATMENT OF JUVENILE DELINQUENCY¹

HENRY W. WALTZ, JR.

Chicago Probation Project

Children's Bureau, United States Department of Labor

The United States Children's Bureau and the School of Social Service Administration of the University of Chicago have been coöperating with local agencies for the past several years in an experimental juvenile-probation project conducted in an area approximately a mile square, southeast of the stockyards in Chicago.

Using psychiatric, medical, case-work, and community-organization services, the project began by accepting for study and treatment children referred to it as delinquent, in danger of becoming delinquent, or as problems by the juvenile court, schools, police, and parents.

A year's case work revealed many factors that seemed to contribute directly to the maladjustment of these children. Foremost among the factors was lack of understanding and coöperation among such community agencies as schools, police, churches, juvenile courts, and social-service organizations. Some of these agencies had little regard for the work of the others, and each tended to withdraw to its own program, in which it had more confidence. Plans that one agency made for the treatment of a child were often frustrated by lack of coöperation from the other agencies.

Each agency considered that its primary responsibility to the community was in developing its own program and a technique

¹ By special permission of the Delinquency Unit of the Children's Bureau, the National Probation Association, and National Conference of Social Work.

to handle its case loads. Harassed as each was by its own problems of case loads, finances, organization, and changing regulations, each agency felt unable to assume special responsibility for the delinquency problems of the community. For the same reason it failed to interpret its task to the community, and consequently the community failed to understand or to support the agency and often showed active antagonism. Furthermore, to give special consideration to delinquent children when community resources were so few often appeared to the community as reward for misconduct. This lack of understanding and support discouraged the agency and caused it to depend more than ever upon its own techniques, so that there was further frustration of plans for the so-called difficult children, who were shuttled between different agencies and finally "left out in the cold."

In addition to the need for coöperation among agencies, there was a need for more group work. This was revealed by individual studies of children and by the fact that playgrounds were empty, while swarms of children played on the streets, alleys, vacant lots, and dump piles, throwing rocks at lamp posts and at passenger trains, stealing waste and coal from the railroad tracks, building shacks or breaking into vacant buildings for club-room purposes, and at the same time responding eagerly to any overtures toward supervised play.

Other factors bearing on delinquency, such as economic insecurity and inadequate homes, are too numerous to mention in this paper.

In trying to deal with the situation the project worked in two ways: first, continuing case work with individual children; and, second, developing or stimulating the community to develop more adequate resources not only for problem children but for the community as a whole and to improve the working relations among existing agencies. This paper deals only with the second phase of the project.

Few attempts were made to develop services directly. Occasionally the project experimented to meet an apparent need that no agency seemed ready to handle. If the experiment succeeded or if the need became apparent to an agency that was willing to take over the experiment, it was relinquished to that agency.

A day nursery in a neighborhood more than half a mile from a playground wanted to enlarge its program. The project organized some of the children of the neighborhood into teams or clubs and encouraged the nursery to hire workers to supervise their play. The nursery gradually grew into a recreation center and later into a social settlement with a qualified resident director who now takes a leading part in the development of recreation and group work for the community.

The project began to keep a card file of all children participating in recreation under the supervision of different agencies and a file of children who were arrested by the police. When it was found that the two files overlapped very little, the project started activities to appeal to the children who had been arrested, using basements, attics, and vacant stores as meeting places, and adding supplementary programs in established centers. These activities were later turned over to individual agencies or to the community recreation committee.

For the most part the task of developing community resources was approached indirectly, as a probation officer might approach it. The probation officer would probably not build up resources but would point out needs to those who might be in a position to meet them. He would expect the established agencies already at work to take responsibility for developments in their own fields.

As a beginning, the project called together representatives of several agencies and presented to them specific problems on which each had been working but which none had been able to solve alone.

To meet the need for more recreation or group work, leaders

who were known to be interested in recreation were called together to discuss the problem. They started a baseball league, which played on vacant lots. Out of this grew a recreation committee, which steadily widened the scope of its activities to include an increasing number of agency directors and more than thirty activities, in which more than three thousand persons participated under trained supervision in eleven centers. The program recently added a training course to be conducted twice a week for sixty WPA recreation workers and for other agency workers who wished to participate. Represented on the recreation committee that planned and directed the work were three Catholic churches, a Methodist church, a Lutheran church, a public school, a parochial school, a public park, a public playground, Boy Scouts and Girl Scouts, a private settlement, a Catholic day nursery, a case-work agency, a local merchant, and a parent-teacher association.

Because of the deep-seated prejudice many of these agencies had for one another, it took several years to get them to work together as they now do. At first only two agencies were interested, then four. Others came in for a specific activity and then dropped out. If one institution became too aggressively identified with a certain program, others stayed out of it. But understanding grew gradually and naturally through repeated participation in projects in which each agency was interested but in which no sectarian or partisan group played a dominating role.

Two months ago this recreation committee evaluated the results of its coöperative endeavors as follows:

1. Agencies gained an insight into the work of other agencies.
2. All agencies realized the possibilities of recreation.
3. Attention of each agency has been turned toward a well-rounded program for the area as a whole rather than limited to its own activities.
4. More effective community action was made possible

through the sharing and pooling of facilities (for example a newspaper was made possible by the printing outfit of one agency, the paper of another, the distribution services of another, and the combined editorial and reporting service of all).

5. A higher standard of recreation has been developed throughout the area.

6. The door was opened to discussion of other community problems which lead to coöperation with increasing numbers of agencies.

7. Adults began to participate and lay leaders began to take interest and responsibility in a community-welfare program.

In raising money for common needs, the committee's activities progressed from card parties with prizes to a drama night when agencies that were formerly antagonistic coöperated in putting on one-act plays. No prizes were given for the plays; no one asked which was the best; but all shared alike in a common undertaking, with common feelings of satisfaction.

In distributing a community allocation of \$1,000, representatives from all agencies met together, discussed neighborhood needs, available facilities, and the distribution of the funds to individual agencies in a position to meet community needs. The budget was submitted, approved, and the money spent according to the budget and to the satisfaction of all concerned. Formerly each agency had submitted its own budget independently and had naturally competed with other agencies to make the most favorable impression on the disbursing authority.

In the same way that the coöperative efforts of agencies and interested citizens to develop recreational facilities led to the formation of a recreation committee, so the attempts to coöperate on other community problems led to the formation of a community council. In order to deal with the problems of delinquency a community case committee had been formed. Finding community problems that could not be solved by case conference, the

committee enlarged its personnel to include representatives of all service agencies in the community and interested citizens. The community council that was so created was elastic in form. Participation was open to any one who found in the council a way to accomplish measures for community betterment. Committees were formed or dropped as the need appeared or vanished. No committees were kept alive for policy's sake. Committees did not limit themselves rigidly to their own topics but held open season for any good idea. The best plans often originated in the wrong committees.

One committee has been trying to close up the loopholes in delinquency prevention. Through its work, agencies are told immediately when a boy is brought to the police station so that they may offer aid in adjusting the case and so that steps may be taken to enrich the life of the boy without his realizing a connection between his arrest and the better program. A fellowship student follows up each child under the care of each agency. He meets regularly with the working staff of the community group workers to present to them information on which to base plans for individual children.

Other committees have worked for more adequate relief, clothing, school supplies, gardens, the National Youth Administration, alley sanitation, repair of buildings, clearance of vacant lots, recreation, publicity, legislation, forums and adult education, and employment.

In preparation for a child-welfare conference on integrating the forces of the community to protect and care for children, a police captain, a Catholic priest, a probation officer, a merchant, a park director, a school principal, a public-relief superintendent, a private-charities superintendent, and an American Legion commander met together for several hours to plan a program showing conditions before and after their coöperative efforts. They reproduced at the conference their discussion on specific

problems, which had led to better understanding and specific action for neighborhood improvement.

In coöperative community planning such as this, group work is important. Although group work may not be considered as having the primary responsibility for the solution of delinquency problems, leaders of group work should be able by nature, training, and experience to appreciate and guide the processes of community integration and interagency coöperation that are essential to any delinquency-prevention program. In this project group work had not been developed enough to play an important part in the treatment of delinquency. Many of the causes of delinquency lay in such conditions as inadequate homes, unemployment, physical handicaps, emotional instability—factors that case workers had been striving earnestly to remedy. Group work, however, seemed to provide an anchor to which a child with a background of failure and frustration might cling for security and achievement during the devastating periods of his experience.

ORGANIZING AGAINST CRIME IN TOWNS, VILLAGES, AND SMALLER CITIES

ROWLAND C. SHELDON

Executive Secretary, Big Brother and Big Sister Federation, Inc.

Popular opinion today seems to be leaning toward the thought that crime prevention might better follow the technique developed in medical research for the prevention of disease—which surely has accomplished much in the control of smallpox, diphtheria, tuberculosis, and goiter. In such approach, first comes the isolation of the germ—the cause, then the combat, and the elimination of it.

Granted that we now know enough of the causes of crime—ineffectual parental control, physical abnormalities, emotional unbalance, deleterious environment, and all of the three hundred various subdivisions of these general causes; granted that we know enough of these, what then of the combat?

Where shall a beginning be made?

Certainly in the towns, villages, and smaller cities as well as in the greater centers. And equally certainly along two lines of attack: the individual and the environmental.

Discovering the potential delinquent is the first problem. We have evidence that he can be discovered in the public schools which have the unusual opportunity of being able to gather cumulative case histories, beginning at the age of five years—ten years before the time that the children's court can begin, on the average, to gather such data.

Every one who has worked in the juvenile courts wishes that he had been able to make an earlier start in the solution of the problems of the individual children arraigned for delinquency. From 1912 to 1925, as general secretary of the New York City Big Brother Movement, I was in daily attendance, or had a representative, at the sessions of the children's court, and increas-

ingly felt just what the Gluecks found in their study of delinquent boys in Boston:

When they, as children, first begin to show signs of maladjustment we customarily do little or nothing about it; we wait until they become juvenile delinquents before trying to understand the difficulties in the individual case and doing something appropriate to counteract them, and in many cases and places we do little that is constructive even when problem children have become official juvenile delinquents.

Yet investigation has shown that better ultimate results are to be expected in cases clinically examined and treated immediately after their misbehavior begins—than in those in which much time is allowed to elapse before clinical contact.

And yet, fifty professionally staffed Big Brother and Big Sister organizations in the United States and Canada report that, over a period of seven years, only 3.5 per cent of their annual intake was arraigned or rearraigned for delinquency after being accepted. The average ages were 32.7 per cent over sixteen; 59.8 per cent between ten and sixteen; 7.4 per cent under ten years of age.

The fault would seem to lie in the juvenile-court procedure rather than in a too late beginning.

Is it that the fault, being analyzed, is in the legalistic rather than the psychiatric approach to these problems of childhood? Is it possible for the surrogate or the probate or the county judge, sitting occasionally as juvenile court, to rid himself of legal technicalities and to think rather in terms of socio-therapeutics? Seventy-eight per cent of the population of the State of New Jersey comes under the jurisdiction of this makeshift arrangement. We might just as well consult a lawyer for a case of temper tantrums. It is small wonder that reformatories and prisons do not have better reputations for reformation. Much too late they receive their grist which has already been spoiled by mishandling.

Two things are very plainly needful: first, we must have a more efficient treatment of the problem of child behavior; second, we must discover the potential delinquent earlier.

As I approached the end of that 1912 to 1925 period of local case work, it was more and more clearly evident that some method, some technique must be developed for that discovery, and in 1926 I had the good fortune to find in Toledo a man who was director of the Juvenile Adjustment Bureau and at the same time referee of the Juvenile Court of that city, Herbert D. Williams, doctor of philosophy.

By the simple expedient of referring cases from himself as judge to himself as director of the clinic, Dr. Williams had been able to make a critical study of the cases of some two thousand delinquent children, listing all of the causative factors. (The results of these studies of delinquent children were published in 1932 in *Psychological Monographs*, vol. 43, no. 1).

Over three hundred different factors were in the list; some appearing rarely, some occasionally, but some so frequently as to be almost invariable. At the top of the list, we find "lack of parental supervision and discipline" and, equally, the concomitant "lawless companions," then in order: dullness, undesirable environmental influences, friction in the family, low moral standards in the family, companions not lawless but bad influence, instability, abnormal extroversion, educational and vocational defects, inferiority complex, abnormal physical condition, recreational defects, lack of ethical judgment and insight, abnormal suggestibility, abnormal resistance to control, defective sex interests, and so on.

But no one factor alone seemed to be the entire cause of delinquency. It was not parental neglect or inefficiency alone; not physical abnormalities alone; nor emotional unbalance alone; nor yet environment alone that was the cause—always a combination of any two, any three, or all four of the general causes

that were at the bottom of the delinquency. Dr. Williams at that time reported that "delinquency causations are unbelievably complex." If there were two thousand delinquent children, there seemed to be two thousand different combinations of reasons for their delinquency.

However, there were eighty-one items that were very frequently mentioned as causes, and it seemed possible to use these as a sort of yardstick with which to measure the conditions, traits, and factors existing in nondelinquent children that might cause them to become so.

In 1927, Dr. Williams was secured for the Big Brother and Big Sister Federation staff and in 1931, having been assigned to the Chicago office, made a study of problem children in the public schools of Peoria, Racine, and Decatur. He found that 2.6 per cent of school children in those three cities had been entered on the information blanks as "problem children." These information blanks contained the eighty-one most frequently occurring items of the original three hundred. The teachers had been instructed first to make a list of all those in their classes who seemed likely, in their opinion, to become delinquent, and the fact that, on the average, each teacher checked thirteen of the items composing the list indicates that the teacher did not list exclusively school problems. There were but eight items that indicated solely school maladjustments.

After listing the problem children, the teachers were instructed to check through the entire list for each child separately, before proceeding to do the same for the next.

In 1932, the study was extended to ten midwest cities and encompassed 55,955 public-school children, 2.4 per cent of whom were entered by the teachers as problems: there was a striking similarity between the 2.6 per cent of the three cities and the 2.4 per cent of the ten cities.

It was also noted that there was a constant ratio of four to one

between boys and girls; that there was little relationship between the size of the city and the percentage of problem children; that the problem children were concentrated in certain areas—some schools having none, while others in the same city had as high as ten or twelve per cent.

It was noted also that problem children of all ages were found, from five years up to the maximum, but concentrated between ten and fifteen; two thirds of all were in this age group, with the peak at thirteen years.

This was vastly important, for the peak age of 92 juvenile courts in the United States has been, up to the latest report available, at fifteen years—two years later. It would seem to indicate that this study was capable of discovering predelinquent children two years before they discovered the juvenile court. Problem children were discovered in all the grades, including the kindergarten, with the fourth and the fifth leading. They were found in all degrees of intelligence, from feeble-minded to near genius, but with the peak falling between 80 and 90 I.Q. instead of between 90 and 100. A total of twenty-seven nationalities furnished these problem children in the ten midwest cities.

Heading the list of topics is social maladjustment, being mentioned for 97 per cent of the problem children; then school maladjustments for 83 per cent; defective home conditions for 77 per cent, and physical abnormalities recognized as being present in the cases of 46 per cent.

We found that there seems to be a more or less definite pattern for the problem child and that it is almost identical with that of the delinquent child in every point except that of age. The problem child is two years younger, on the average, than the delinquent, and the implication seemed to be that the first would eventually become the second and later, possibly, incorrigible, and then the adult criminal if something is not done to prevent it.

But we wanted to test the theory further, and in 1933 the study

was extended to twenty-six towns of New York State and encompassed another 26,000 children, making the total now studied approximately 100,000 children. The data of the New York State 1933 study were interpreted by Dr. Ethel I. Cornell, research associate of the New York State Education Department.

Here we found that 2.3 per cent of the school children had been named as problems—continuing the run of 2.6 per cent in the first three-city study and the 2.4 per cent of the ten midwest cities.

The ratio between boys and girls is again four to one. Again there is little relationship between the size of the city or town and the percentage of problem children. Again there are found problem children in all the grades, from the kindergarten up, and the greatest number in the fourth grade. The intelligence-range is verified, with 66 per cent with an I.Q. less than 90, and including the feeble-minded and the superior as well. But in this 1933 study, the effect of the depression is shown, with the peak age at 16 years and 10 years the age of second highest frequency. Quite possibly the problem children who were formerly absorbed by industry are now retained in school and are increasingly restless. Again we find a considerable number of nationalities represented—sixteen.

Other points of similarity are:

	<i>Per Cent</i>	
	<i>10 Midwest</i>	<i>26 New York State</i>
School maladjustments	83	84
Undesirable personality traits . . .	84	78
Physical abnormalities	46	55
Bad companions	29	22
Defective home conditions	77	60 or more

Further studies were made in New Jersey in 1934 encompassing 75,855 children in six cities, and also in the entire State of

New Hampshire, but the figures are not yet available in any comparable form.

However, the studies in the midwest and in New York State very clearly indicate that there is a definite pattern for the problem child, which is very similar to that of the delinquent as shown by the Gluecks in their studies of delinquent boys in Boston.

Whether or not it is an accurate prediction cannot be determined before the end of ten years of continued study. But one thing is clearly evident now: the study does discover children who are facing conditions at home and in the neighborhood that have caused delinquency in other children—children who have undesirable personality traits and children who are physically handicapped and who stand in need of personal, individual, and intensive help to remove some of their handicaps and to assist them in developing well-rounded personalities.

The average public school is now making some sort of effort to solve the maladjustments of school children individually by the employment of the attendance officer, nurse, school visitor, visiting teacher, and, occasionally, the psychometrist. In the group, the teacher of the "opportunity class," "special class," or any other such class seeks to make an adjustment *after* the child has already demonstrated unfitness in one or more lines.

Generally, however, these specialists do not harmonize or integrate or coördinate their efforts. Does the visiting teacher pass along to the teacher of the "ungraded class" the information she gathers and her impressions regarding the home life and influences? Does the nurse tell the psychologist of influences that might affect the test of intelligence? Does the grade teacher communicate to the parents, through the visiting teacher, the successes as well as the failures of a child?

In most "case-work" social agencies, case consultations are the order of the day; in the industrial field, consultation by the technicians is the usual thing—as are salestalks in the mercantile.

Every one else seems to realize the necessity of viewing a problem from all of its many angles—except the school people.

I would suggest that in every school system there be an intramural school cabinet, to be appointed by the superintendent or supervising principal and consisting of: attendance officer, school visitor, visiting teacher, psychometrist, teacher of special grade (or ungraded class), recreationalist, nurse, director of adult education, with the superintendent as chairman, to the sessions of which should be invited (for at least a monthly visit) the itinerant psychologist or psychiatrist of the State department of mental hygiene or nearby institution.

Such problem (or exceptional) children as are discovered through a deliberate study of problem children or as are referred by teachers should be more thoroughly studied by the cabinet on the basis of the most complete factual data regarding prenatal, natal, and postnatal health, parental antecedents, parental inadequacy, whether failure, neglect, cruelty, abuse, immorality, criminality, intoxication, quarreling, or incompatibility. Such things in the financial situation of the parents as unemployment, insufficient income, illegal employment, indebtedness, and unemployability all have a bearing on the child's attitude and conduct, as well as do overcrowding in the home, poor meals, improper diet, uncleanness, poor sleeping arrangements, and religious conflict. More serious are homes broken by death, desertion, or separation. The institutionalization of a member of the family has its effect, as well as general neighborhood immorality, quarrelsomeness, poor housing, and lack of recreational facilities.

All these data must be secured before there can be a complete study of the individual child—and this will involve consideration of his physical handicaps, awkwardness, appearance, and his emotional makeup.

Now, after all the material for study is in hand, come the suc-

cessively more difficult steps—the diagnosis of causes, the formulating of a program of school adjustments, and the carrying out of such a program in its entirety.

However, in those communities where our suggestion of the intramural school cabinet has been adopted, the favorable reports of accomplishment are very encouraging and indicate that problem children in the elementary grade are comparatively easily adjusted. The recognition of just what the problems are being more than half the solution, the teacher realizes that frequently the problem child is more accurately a child with a problem too great for his own correct solution.

There is, of course, a limit to what the school people can accomplish in the home, with the parents, and in the community. Therefore, to supplement the cabinet, we recommend a town (or village) council, to be composed of: the mayor, or other representative of the municipality, representative of the board of education, superintendent of schools (or supervising principal), the chief of police, the judge of the juvenile court (or a probation officer), representatives of the men's service clubs, representatives of the women's clubs, a physician in general practice, specialist in eye, ear, nose, and throat, representatives of the religious groups, representatives of the parent-teacher association, a dentist, a lawyer, representative of local or county case-work agency, representatives of "character-building" or recreational groups.

It will be seen that this suggested set-up is the Los Angeles Coördinating Council scaled down to the possibilities and opportunities of a town, village, or smaller city where there are no organizations to coördinate. Individuals must be found to represent the various interests and programs that would, in a large city or county, form a "coördinating council."

We have found very little or no organization, in the smaller communities, of the powers for good against the power and influ-

ence for bad. Again there is the same lack of integration that exists in the school systems. On the other hand, this is the day of organized crime.

The objectives of the town council should not be punitive—it is not a question of bigger and better jails, nor better court procedures, nor even of better methods of catching criminals after the act. True delinquency prevention should remove the causes in the community as well as in the individual. Political intrigue with crime, unfit public officials, industrial unfairness and exploitation, lack of decent, sanitary housing, lack of recreational opportunities in delinquency zones, and insufficient clinical service are some of the things, condoned by communities, which eventually are very costly in lowered realty values, increased insurance costs, and increased institutional costs. An alert, virile, fearless town council, unofficial in its composition, is the conscience of a community.

In some places, the mayor has appointed the members, in others the superintendent of schools, or else an independent community leader. Everywhere, the membership is made up of the best, the most unselfish, the most socially minded in the community.

Eventually, both the intramural school cabinet and the town council get down to individuals and the individualization of problems, whether it be the individual delinquent, the individual problem child, or the individual problem parent.

The last is the most difficult. My experience in the past twenty-five years, however, leads to the conclusion that the problem parent is the parent with a problem that he does not know how to solve and, properly approached, he is glad to receive help. He is like the person with a boil on the back of his neck. He is too irritated to give it calm and patient treatment and his point of view is not at all satisfactory.

One of the most valuable committees of the town council is

made up of "successful parents" who can and will assist the unsuccessful in the solution of their problems, not so much by preachment as by example. Teachers get their training partly by observation of successful, experienced teachers; plumbers learn by imitation; and so do doctors and lawyers and candlestick makers—everybody, except parents. It can be done; it has been done successfully by Big Brothers and Big Sisters for the past thirty-two years and quite possibly for several hundred years before that. You are what you are today—because your parents had the benefit of their good parents' good example. But what of the children who have no good example and what of their children who will have no good example to follow?

The angle between right and wrong grows wider as time goes on and as generations increase, and it is increasingly difficult to reach from one side to the other. The child at the point of the angle now can be reached and guided—but his children, and his grandchildren, if the present opportunity is neglected, will be more and more difficult—even prisons then will not serve; and after prisons fail—what?

RESEARCH PROJECTS AND METHODS IN EDUCATIONAL SOCIOLOGY

In order that this section of THE JOURNAL may be of the greatest possible service, its readers are urged to send at once to the editor of this department titles—and where possible descriptions—of current research projects now in process in educational sociology and also those projects in fields of interest kindred to educational sociology. Correspondence upon proposed projects and methods will be welcomed.

ELIZABETH, NEW JERSEY, SOCIAL-PLANNING STUDIES

Community studies growing directly out of a plan of social action have been undertaken in Elizabeth, New Jersey, in what is called "the Elizabeth plan for a community-wide attack on social ills." On March 6, 1936, the Elizabeth Council of Social Agencies through its Executive Committee organized for a community-wide attack on the social ills of that community. A community-plan survey previously proposed by the Executive Luncheon Group and a youth census were begun. A plan of action unique in some respects was agreed upon and called "The Elizabeth Plan."

I. Central Planning Board

The Elizabeth Plan provided for the creation of a Central Planning Board composed of seventy citizens representing public or private organizations working in the social-welfare field. These are divided into seven specialized sections, covering the fields of child welfare, character and recreation, delinquency prevention, education, family welfare, health, and housing. This Board's functions are:

First, to review available fact-finding studies and to make such studies in the fields of sociological, pathological, and economic problems and welfare conditions, and to inventory the facilities available for meeting these problems or alleviating adverse conditions.

Second, to correlate these facts and findings and to divide pertinent portions of the information between local areas (if possible, sociologically and economically homogeneous) and to place this data in the hands of responsible persons who compose the twelve community coördinating round tables described below.

Third, to attempt to set up a practical long-range community plan

for the amelioration and prevention of those social conditions which are a menace to present individual welfare and those which tend to increase the future number of dependents and interfere with the progress and best interests of others who may be in no danger of becoming dependent.

II. Community-Coördinating Round Tables

The Elizabeth Plan further contemplates the complete establishment of twelve community-coördinating round tables made up of responsible and interested local citizens who live or are occupied in the respective districts bounded by the old ward lines, used in the 1930 Federal Census.

These round tables may consist of a school principal, a clergyman, the heads of local civic or welfare groups, parent-teacher associations, youth organizations, and law-enforcement groups who are interested in coöperating to remedy adverse local conditions. These round tables are the action centers not alone for cure and prevention but for formulating constructive plans and projects to benefit the local community.

These round tables will meet when necessary, report their actions and findings to the Central Planning Board, and call upon it for assistance in solving local problems. Such will be referred to that section to which the problem relates. They may call upon the entire Central Planning Board for assistance in obtaining political action or in creating public opinion when such are for the best interests of all concerned.

RESEARCH SUMMER INSTITUTE

The Annual Institute of the Society for Social Research was held at the University of Chicago on Friday and Saturday, August 21 and 22. The major papers were organized around the central theme of "Freedom and the Modern World." The program included the following papers: (1) "News and Other Instruments for Manipulating Public Opinion," Dr. Robert E. Park; (2) "Possibilities and Limitations of Social Planning in a Democracy," Dr. Frank Knight; (3) "Taxation as an Instrument of Social Control," Dr. Clarence Heer; (4) "Localism, Regionalism, and Centralization," Dr. Louis Wirth; (5) "The Place of Sociological Research in Relation to Social Action in a Democracy." In addition to these papers there were a series of research reports and round tables.

BOOK REVIEWS

Preventing Crime, A Symposium, edited by SHELDON GLUECK AND ELEANOR GLUECK. New York: McGraw-Hill Book Company, Inc., 1936, 509 pages.

The editors introduce this volume with the statement: "The policy of controlling fires by merely putting out the flames and sitting back to await more fires is rapidly being abandoned as shortsighted and wasteful. . . . In relation to the control of delinquency and crime, however, society has not progressed much beyond the stage of putting out the flames. It has waited for violations of law and then bent its efforts to pursuing, arresting, prosecuting, and punishing offenders without giving much thought to the elimination of the forces that produced them and continue to produce thousands like them."

Succeeding chapters discuss outstanding efforts, in various parts of the country, to attack delinquency and crime at its roots through preventative programs: coördinated community programs, school programs, police programs, intramural (full-time) guidance programs, extramural (part-time) guidance programs, boys' clubs, and recreational programs. Outstanding illustrations of each type of program are concretely described and their implications discussed. The contributors are all practically concerned with crime prevention as well as authoritative in their fields.

No educator, recreational leader, criminologist, sociologist, psychologist, or student of civic affairs can afford to be without this book. To the intelligent layman it offers an understandable orientation to the community's fight against crime.

Organizations for Youth: Leisure Time and Character Building Procedures, by ELIZABETH PENDRY AND HUGH HARTSHORNE. New York: McGraw-Hill Book Company, Inc., 1935, 359 pages.

This volume presents, largely without evaluation, the programs of a variety of organizations which may be considered resources in building character for youth. It is an invaluable compendium to those interested in character education, citizenship, and the prevention of delinquency. Not only formal programs, but underlying philosophies and something of the *modus operandi* is in each case clearly presented.

Outline of Town and City Planning, by THOMAS ADAMS. New York: Russell Sage Foundation, 1935, 368 pages.

A history of town and city planning, from ancient to modern times, with discussion of various philosophies underlying planning, methods of realizing the plan, and obstacles encountered. At a moment when we are talking increasingly of community coördination this is a particularly timely book. Students of urban problems are aware that social and physical planning must go hand in hand. Consequently this book provides an indispensable orientation to those concerned with community life.

A Decade of Progress in Eugenics, Scientific papers of the Third International Congress. Baltimore: Williams and Wilkins Company, 1934, 531 pages.

Community planning must concern itself not only with technology and the physical environment it creates, and with social organization, but also with the characteristics of human populations. This group of scientific papers, for the most part sober and cautious, with their warning that many of our problems are rooted in biology, may dampen the spirits of the more optimistic of the sociologically minded, but they should serve to hold those who will read them close to earth. The volume is a source book, not an organized presentation of eugenics.

Criminology, by ALBERT MORRIS. New York: Longmans, Green and Company. 551 pages.

This volume is designed by the author and publisher for use as a text. It is one of a series on social sciences. For this purpose it is admirably adapted and arranged. The book is concerned primarily with contemporary affairs and the practical application and consideration of crime as it presents itself in the present American scene. There is little consideration given to philosophical concepts and the accent is entirely upon the environmental approach. Especially well done are the sections on juvenile delinquency and such space as is devoted to childhood foundations of future criminals. Equally valuable is the concluding part of the text dealing critically with the treatment of criminals and the penal science of a possible tomorrow. The bibliography is a noteworthy feature.

